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INTELLIGENCE COMMUNITY STAFF
FY 1984 BUDGET TESTIMONY
FOR
HOUSE PERMANENT SELECT COMMITTEE ON INTELLIGENCE
SUBCOMMITTEE ON PROGRAM AND BUDGET AUTHORIZATION

8 MARCH 1983

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INTELLIGENCE COMMUNITY STAFF ORGANIZATION

The Intelligence Community Staff has undergone a number of changes, both organizational and functional, since its inception in 1972 as a successor to, and expansion of, the former NIPE staff. Its composition and activities have reflected the interests of successive DCIs in Community issues. The trend now is toward greater interest, and it is my view that this is completely consistent with the intent of the President and the Congress. The DCI is taking the lead to resolve the issues associated with the new and difficult challenges which face the Intelligence Community in the years ahead. As the DCI's principal staff for Community matters, a viable and effective IC Staff is essential to his successful execution of that responsibility. [REDACTED]

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The primary objectives of the Intelligence Community Staff are (1) to increase Community involvement in decision making on problems, programs and issues affecting the Community, and (2) accurately and adequately to represent the Community's position to the DCI. In addition, the Staff should act as a catalyst within the Intelligence Community, ensuring coordination among all concerned elements on any given problem or subject, and assisting in effecting equitable resolution of problems. [REDACTED]

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In order to facilitate the realization and implementation of these objectives, we have made certain changes in the Staff's organization and in the thrust of its efforts. In so doing, our foremost concern has been to increase Community participation in matters of mutual concern, and to increase

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Community interaction and coordination. [REDACTED]

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Thus, we first addressed the perception of the Staff on the part of the various components of the Community. The Chairman of Committee/Director of Office double hatting confused many, and fostered the perception that Committee chairmen circumvented the Committees' recommendations, going directly to the DCI with their own opinions, regardless of Committee consensus; and it was apparent that the DCI needed fuller Community input to Staff products. Furthermore, the IC Staff has been generally regarded as an inspector general or auditor. Another concern was that many Community fora were populated by professional meeting-goers as opposed to line managers or expert analysts. [REDACTED]

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We sensed a tendency for collection issues to dominate the Staff's resources, and saw a need for more attention to analysis, production, dissemination, and priorities. [REDACTED]

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Internally, the organization was often not compatible with tasking. Many tasks, especially front-burner problems, did not fall clearly into any office's area, and some offices performed many tasks outside their official purview. This, in turn, caused lapses in coordination and shortfalls in expertise. In addition, several offices had no clearly delineated responsibilities; and many time-consuming projects were undertaken as a matter of individual initiative with no demonstrated need or clearly defined purpose for the end product. [REDACTED]

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Many studies, reports, plans, and recommendations were unproductive. Even when worthwhile, they often did not contain concrete practical

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prescriptions for action. And, frequently, there was insufficient follow-through on recommendations. [REDACTED]

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As we went about reorganizing the Staff, it was apparent that we must address fundamental missions and operating concepts. Only then could we reasonably proceed to modify the Staff's structure. [REDACTED]

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We concluded that there are two fundamental missions for the IC Staff: (1) provide staff support to the DCI on matters of Community concern as specified by Executive Order; and (2) provide the mechanism for Community-wide planning, management, and coordination. [REDACTED]

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The operating concepts we have established are the following:

- Objectivity - Avoid favoring one Community member over another; provide an independent analysis of all issues.
- Competence - Attract the best people in the Community for rotational and permanent assignment; produce only the highest quality work.
- Relevance - Address only important issues on which action is intended; ensure that plans, studies, and recommendations serve Community and user needs; and provide concrete prescriptions for action.
- Involvement - Avoid the "ivory tower" syndrome; increase Staff awareness of all IC responsibilities, issues, and concerns (not just those of the upper-level Washington bureaucracy); use Committees to involve Community elements in all major initiatives.
- Comprehensiveness - Give due concern to all aspects of the intelligence process, not just collection, and to all levels of the Community, not just Washington headquarters elements.

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- Initiative - Seek out problems and opportunities that need Community attention; identify and recommend courses of action.
- Consensus-building - Elicit and cultivate Community agreement on important issues.

Based on these precepts, we have made some changes. But, as you will see, the reorganization is best characterized as changing emphasis and fine-tuning rather than radical surgery. []

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We have recreated/revitalized the Critical Intelligence Problems Committee to examine any given intelligence problem or area on a multi-disciplinary basis. This will be the only committee which will conduct all-source, multi-disciplinary studies. The committee will be a permanent body comprised of high-level members from each agency, who can draw upon the necessary expertise within their respective agencies for participation in working groups on any problem or subject assigned to the committee. Working groups will be comprised of the experts on the subjects under review. The committee will conduct in-depth studies on all facets of a problem--collection, analysis, production, processing, and dissemination--and make recommendations for improvement where such may be required. These studies, which will be fully coordinated within the Community, will be forwarded to the DCI for approval, in most cases through the NFIB or in some cases through the NFIC. Follow-on examination will be conducted to assess the effectiveness of actions taken in response to recommendations. []

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The single-disciplinary committees (Imagery, SIGINT, HUMINT) will continue to concentrate on their respective areas of responsibility. In the

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case of all of the committees, our goal is to get away from the professional committee-goer. The dual-hatted role of the committee chairman, i.e., as both chairman of a committee and office director of the IC Staff, is abolished. The committees will be under the purview of the D/ICS and will report through him to the DCI. This will ensure the committees a ready channel for upward communication, plus a mechanism to provide clear, authoritative guidance. []

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The Office of Planning is now the Planning and Policy Staff. Existing long-range Community planning and policy formulation efforts will be continued to ensure the coordination of these two important functions, and long-range planning for the Intelligence Community will be stressed. []

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The Office of Program and Budget Coordination has become the Program and Budget Staff. It will continue to provide support in the development and justification of the NFIP budget. []

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Each of the DCI Committees and the Community Counterintelligence Staff (CCIS) will continue to support the DCI in their respective capacities. However, the CCIS, the Foreign Intelligence Priorities Committee, the Security Committee, the Foreign Language Training Committee, and the Information Handling Committee are now independent staffs parallel to COMIREX, the SIGINT Committee, and the HUMINT Committee. The umbrella Office of Community Coordination has been abolished. []

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The small legislative liaison staff has been retained. The Administrative Staff will continue to provide support in the area of personnel, budget and finance, travel, logistics, security, registry, records management, training, and communications. []

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We believe that the changes which we have made will contribute to the successful execution of our mission, to a strengthened support to the DCI, and to a more effectively functioning intelligence community as a whole. We believe, in fact, that modest progress has already been made in that direction. This is not to say that we think that we have arrived at either a perfect organization or at a solution to the many coordination problems that plague the community. We may find that more fine tuning or different efforts will be required in the future. But we have made a start, and look forward confidently to an improvement of the overall Community processes.

At this time, I intend to go into some detail about the FY 1984 budget request unless you have questions on the organization.

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